



County of Los Angeles CHIEF ADMINISTRATIVE OFFICE

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March 9, 2007

To: Supervisor Zev Yaroslavsky, Chairman
Supervisor Gloria Molina
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Supervisor Michael D. Antonovich

From: David E. Janssen
Chief Administrative Officer

FOREIGN CONSULATE IDENTIFICATION CARD PROGRAM - ANNUAL REVIEW

This is to provide your Board with the annual report of the Foreign Consulate Identification Card (FCIC) Program which includes a review on the use of consulate cards by departments, reporting of operational issues, if any, as well as training that was provided to County departments.

BACKGROUND

On June 11, 2002, your Board first authorized the acceptance by the County of Los Angeles of the Matricula Consular from the Consulate of Mexico as a form of identification; the card is not considered proof of legal residence nor does it extend benefits to the holder. In addition, your Board established the FCIC Program which provides procedures for accepting photo identification cards issued by other consulates, annual reviews to your Board, and training to assist County employees to properly authenticate FCICs (Board of Supervisors Policy Manual #3.050).

The FCIC Program includes the Matricula Consular, the Consulate card for the Argentine Republic which was accepted effective August 1, 2003 and the Republic of Korea's Consulate card accepted on May 19, 2006. This office oversees the FCIC Program and is tasked with reporting program findings to your Board annually.

ANNUAL REVIEW

As noted, the FCIC Program includes a review on the use of consulate cards by departments, reporting of operational issues, if any, as well as training that was provided. In November 2006, the CAO distributed the Annual Foreign Consulate Identification Card Review Survey to all County departments in order to: 1) determine with what frequency and in association with which services FCICs have been presented; 2) determine if there have been problems identified with accepting FCICs as a form of photo identification; and 3) solicit suggestions, comments, or concerns regarding the FCIC Policy. The attached provides a matrix of all responses from County departments.

The number of departments that have been presented with FCICs has increased from 13 departments in 2003 to 19 departments in 2006. Based on the issues identified by departments with accepting FCICs, there is still a need for additional training, both on the Policy and individual consulate cards; this Office will work with the affected consulates to ensure it is provided. While some comments suggest that the FCICs are difficult to authenticate, we believe that the security features reflected in these cards, consistent with acceptance criteria adopted by your Board, are comparable with those of other key forms of identification, including drivers' licenses and State ID cards.

The following are highlights from departmental responses:

- **Children and Family Services** – Mexican, Argentinean, and Korean Consulate ID cards have been presented in conjunction with Live Scan fingerprint clearances at a rate of 25 to 750 FCICs depending on the office. Department staff questioned the authenticity of Mexican FCICs which they perceive to be easy to duplicate. This Office will work with the Department to provide additional training to their Live Scan division staff. The Matricula Consular has 13 security elements, some visible and some non-visible to the naked eye. To authenticate a Matricula, the use of special devices can be utilized to view the non-visible elements, including; black/ultraviolet light, magnifying glass, and decoder which are provided by the Mexican Consulate at training sessions.

The Argentinean and Korean Consulate ID cards also have several security features, such as holograms, under-printing, micro-printing, and color changing and fluorescent ink.

- **Health Services (DHS)** – All three FCICs were presented at County Hospitals, Comprehensive Health Centers (CHCs), and Health Centers (HCs). Although the facilities do not keep track of the actual amount of usage of the FCICs, CHCs, and HCs reported that 10 to 50 percent of the patient population has a Mexican Consulate ID card. Regarding the Mexican FCIC, the Department reported that sometimes the addresses on the ID cards differ from those reported by the patients.

FCIC training is incorporated in the training for Patient Identification and Address Verification provided to DHS facility staff by Revenue Management's Eligibility and Provider Services, however, this Office will work with the Department to ensure all concerns are addressed.

- **Office of Public Safety (OPS)** – OPS reported minimal instances when the Mexican and Argentinean Consulate ID cards were presented during law enforcement operations. However, according to the Parks Service Bureau, the Courts have certain stipulations that must be met by field personnel in order to file citations involving FCICs, i.e., thumb prints must be collected.
- **Public Health, Environmental Health** – All three FCICs have been presented as photo identification for office hearings and issuance of public health permits. The Department believes that there is no mechanism in place to verify the authenticity of the document. This office coordinated a training session with the Mexican and Korean Consulates. Part of the training program included a hands-on component to assist County employees to properly authenticate FCICs and decoders were provided to the attendees.
- **Public Library** – Mexican and Argentinean Consulate ID cards have been presented as photo identification to obtain a County Public Library card. Since July 2002, the Library has issued 4,910 Library cards to customers who presented a FCIC as identification, 4,908 were issued to holders of the Mexican FCIC. Of those Library cards issued, 766 were issued in the last year. Customers of those library cards borrowed 105,632 items within the last year. No problems have been identified with accepting FCICs.
- **Sheriff's Department** – All three FCICs have been presented for identification purposes during contact for traffic stops, arrests, etc. The number of FCICs presented has more than doubled from last year, from over 100 in 2005 to 262 in 2006. The Department's concern is that as with most forms of identification other than California ID cards and driver's licenses, e.g., out of state ID and FCICs, it is difficult to determine the validity and authenticity of such cards. They would like to see the Consulate databases linked to the National Crime Information Center (NCIC) system used by the Department to determine if the card is valid and the person in possession of the card was the person it was issued to.

The Mexican Consulate is unable to share access to their database due to issues of foreign policy and confidentiality measures; however, they are cooperating with the County and are willing to assist in the verification of an FCIC that may be in question. The estimated response time to any inquiries from the Department would be within 24 hours.

TRAINING

In 2005, the consulates began providing training to County employees. The training covers documentation requirements that are needed prior to the issuance of a consulate identification card, the contents of the card, and the various security features embedded into each card to deter counterfeiting. The training program includes a hands-on component to assist County employees to properly authenticate FCICs. Two training sessions were conducted in 2006 in coordination with the Mexican, Argentinean, and Korean Consulates; they were very well attended by County staff.

On March 22, 2006, the Mexican and Argentinean Consulates provided training sessions for County departments on their respective Consular Cards. Participating departments included: Animal Care and Control; Alternate Public Defender; Assessor; Auditor-Controller (A-C); Beaches and Harbors; Children and Family Services; Child Support Services; Coroner; County Counsel; Fire; Office of Affirmative Action Compliance (OAAC); Public Social Services (DPSS); Parks and Recreation; Regional Planning; Public Safety; Registrar-Recorder/County Clerk (R-R/CC); Treasurer and Tax Collector; and Sheriff.

On November 15, 2006, the first training to include the Korean Consulate was held and the Mexican Consulate was also in attendance. Participating departments included: Agricultural Commission/Weights and Measures; Animal Care and Control; A-C; Coroner; Executive Office-Board of Supervisors; Fire; Health Services; OAAC; DPSS; Public Works; Probation; Public Library; R-R/CC; and Sheriff.

If you have any questions regarding the contents of this memorandum or require additional information, please call me, or your staff may call Karen Herberts of this Office at (213) 974-1329.

DEJ:MKZ
MLM:KH:pg

Attachment

c: All Department Heads

Department	Has your department been presented w/ FCICs as a form or photo ID?						Has your department identified any problems with accepting FCIC as valid photo identification?						Does your department have any suggestions, comments, or concerns regarding the FCIC Policy?				
	Mexico		Argentina		Korea		If so, in conjunction with what services or activities was the FCIC presented?	If your department has been presented with the FCIC, does your department have	Mexico		Argentina			Korea		If so, please explain.	
	YES	NO	YES	NO	YES	NO			YES	NO	YES	NO		YES	NO		
Affirmative Action Compliance		X		X		X				X		X		X		No	
Agricultural Comm./Weights and Measures		X		X		X				X		X		X		No	
Alternate Public Defender		X		X		X				X		X		X		No	
Animal Care & Control	X			X		X	Animal adoptions	Rare		X		X		X		No	
Assessor	X			X		X	Request for property	Twice in 3 years.		X		X		X		No	
Auditor-Controller		X		X		X				X		X		X		No	
Beaches and Harbors		X		X		X				X		X		X		No	
Board of Supervisors, Exec. Office		X		X		X				X		X		X		No	
Chief Administrative Office		X		X		X				X		X		X		No	
Chief Information Office		X		X		X				X		X		X		No	
Child Support Services		X		X		X	The FCICs are presented for identification purposes in requests for case closure, mistaken identification, interviews and service of the Summons & Complaints.	The Mexican FCIC was presented approximately 200 times in the last six months, while the Argentinean and Korean FCICs were each presented once during the same time period.			X		X		X		Not at this time.
Children and Family Services		X		X		X	The FCICs are used for identification for Live Scan fingerprint clearance.	The number of FCICs the Department has been presented ranges from 25 to 750 depending on office.		X		X		X	The Department staff perceive Mexican FCICs as being easy to duplicate and consequently questioned the authenticity.	Guidance in being able to identify falsified or fabricated IDs. (1)	
Community Development Commission	X			X		X	Application for public housing assistance	No, too infrequently presented to keep tally.		X		X		X		None at this time.	
Community & Senior Services		X		X		X				X		X		X		No	
Consumer Affairs		X		X		X				X		X		X		No	
Coroner		X		X		X	Establishing decedent identification, identification of next-of-kin of deceased. Used by next of kin to claim personal property.	Sporadic encounters in the field by Coroner Investigators. More commonly seen in the Personal Property section when families come to collect personal property of decedents.			X		X	X	Regarding the Mexican FCICs: Quite often, holders of the FCIC also have a passport or CAL-ID and the names are different than the name ultimately used to identify a particular decedent. This is typically due to the fact that the Department utilizes the name attached to the decedent's fingerprint record and sometimes the names are in a different order, mistyped, or a false name was given at the arrest.	No suggestions. CAO: It is recognized that names are often used in different order due to cultural customs. In Latin America, it is customary for a person to use their middle name as their given name as opposed to the first name. In addition, the mother's maiden name is typically noted after the father's last name which is not the norm in many countries.	
County Counsel		X		X		X				X		X		X		No	

Department	Has your department been presented w/ FCICs as a form or photo ID?						Has your department identified any problems with accepting FCIC as valid photo identification?						Does your department have any suggestions, comments, or concerns regarding the FCIC Policy?							
	Mexico		Argentina		Korea		If so, in conjunction with what services or activities was the FCIC presented?		If your department has been presented with the FCIC, does your department have		Mexico		Argentina		Korea		If so, please explain.			
	YES	NO	YES	NO	YES	NO					YES	NO	YES	NO	YES	NO				
District Attorney	X			X		X	The FCIC has been used as identification during witness interviews.		Only one investigator reported having been presented with the FCIC as a form of identification.			X		X		X		None		
Fire		X		X		X						X		X		X		No		
Health Services	X		X		X		<p><u>Mexican FCICs</u>: Los Angeles County hospitals, Comprehensive Health Centers (CHCs) and Health Centers (HCs) have been presented with the FCICs. <u>Argentinean FCICs</u>: Olive View and Rancho Hospitals reported they have been presented with the FCICs. Valley Care HC stated they were presented with the FCICs. <u>Korean FCICs</u>: Only 2 facilities (Roybal and Long Beach CHCs) have been presented with the Korean FCIC.</p>		<p>Facilities do not keep track of the actual amount of usage of the FCIC. <u>Mexican FCIC</u>: CHCs & HCs stated that between 10%-50% of patient population have an FCIC. Hospitals said less than 10% have an FCIC. <u>Argentinean FCIC</u>: Valley Care HC stated that approximately 10% - 15% were presented in their emergency room and outpatient clinic areas. Rancho did not keep track of the amount of FCIC that were presented. Most CHCs & HCs rarely were presented with the FCIC. <u>Korean FCIC</u>: Roybal and Long Beach CHCs do not keep track of the amount of FCICs, but have rarely seen the Korean FCIC presented.</p>		X		X		X				<p><u>Mexican FCIC</u>: Sometimes the address on the FCIC is different than the actual residence.</p>	<p><u>Mexican FCIC</u>: There are concerns regarding the validity of the information on the FCIC when applying for governmental programs. (2)</p>
Human Relations Commission		X		X		X						X		X		X		No		
Human Resources		X		X		X						X		X		X		No		
Internal Services		X		X		X						X		X		X		No		
Mental Health		X		X		X						X		X		X		No		
Museum of Art		X		X		X						X		X		X		No		
Ombudsman		X		X		X						X		X		X		No		
Parks & Recreation	X			X		X	<p>FCIC have been presented for fingerprinting and registration (coaches and volunteers) for park programs in the East Agency. The South, North, and Regional Facility Agencies have not been presented with this type of identification.</p>					X		X		X		Not at this time.		

Department	Has your department been presented w/ FCICs as a form or photo ID?						Has your department identified any problems with accepting FCIC as valid photo identification?						Does your department have any suggestions, comments, or concerns regarding the FCIC Policy?	
	Mexico		Argentina		Korea		Mexico		Argentina		Korea			
	YES	NO	YES	NO	YES	NO	YES	NO	YES	NO	YES	NO		
Probation	X		X		X			X		X		X	No	
Public Defender	X			X		X		X		X		X	None	
Public Health Public Health Clinics	X			X		X		X		X		X	None	
Environmental Health	X		X		X		X		X		X		Department staff believe they have no means to verify the authenticity of the document. (3)	
Public Library	X		X		X			X		X		X	The Annual Survey allows libraries to review the program with the Community Library managers.	
Public Safety (Office of)	X		X		X		X		X		X		Heightened counter measures to combat I.D. theft while allowing use of FCIC by field personnel/court acceptance.	

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	Mexico		Argentina		Korea		Mexico		Argentina		Korea			
	YES	NO	YES	NO	YES	NO	YES	NO	YES	NO	YES	NO		
Public Social Services	X		X		X			X		X			No	
Public Works	X			X	X			X		X		X	None	
Regional Planning		X		X	X			X		X		X	No	
Registrar-Recorder/County Clerk	X		X		X			X		X		X	No	
Sheriff	X		X		X			X		X		X	Currently, law enforcement has no means to verify the issuance of the FCIC cards. Law enforcement would be better able to verify FCIC cards if they had access to the Consulate databases via their mobile digital terminals in the patrol vehicles. The access would be the same concept as verifying a California driver's license with the DMV via the mobile digital terminals. Law enforcement would be able to determine if the card was valid and the person in possession of the card was the person issued the card if the Consulate databases were linked to NCIC. (4)	

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	YES	NO	YES	NO	YES	NO			YES	NO	YES	NO		YES	NO	
Treasurer and Tax Collector	X			X		X	FCIC are presented as identification during the Business License Application process.	Limited information.		X		X		X		No

Notes:

- (1) The Chief Administrative Office (CAO) will work with the Department to provide additional training to their Live Scan division staff. The Matricula Consular has 13 security elements, some visible and some non-visible to the naked eye. To authenticate a Matricula, the use of special devices can be utilized to view the non-visible elements, including; black/ultraviolet light, magnifying glass, and decoder which are provided by the Mexican Consulate at training sessions.
- (2) FCIC training is incorporated in the training for Patient Identification and Address Verification provided to DHS staff by Revenue Management's Eligibility and Provider Services; in addition, the CAO will work with the Department to ensure all concerns are addressed.
- (3) CAO coordinated a training session with the Mexican and Korean Consulates. Part of the training program included a hands-on component to assist County employees to properly authenticate FCICs and decoders were provided to the attendees.
- (4) The Mexican Consulate is unable to share access to their database due to issues of foreign policy and confidentiality measures; however, they are cooperating with the County and are willing to assist in the verification of an FCIC that may be in question. The estimated response time to any inquiries from the Department would be within 24 hours.